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WAR FOOD ADMINISTRATION  
Food Distribution Administration  
Washington 25, D. C.

DEC 31 1943

December 8, 1943

To: Regional Chairmen and Regional Activity Leaders of Post-War Planning in the Field of Marketing and Distribution

From: Frederick V. Waugh, National Activity Leader in Marketing and Distribution

Subject: Organization of Post-War Planning in Marketing and Distribution

1. The Work to be Done

There are essentially two kinds of marketing and distribution work involved in post-war planning: first, that of carrying out the projects outlined in the report of Committee III of the Milwaukee Conference; and, second, area planning listed, but not explained in detail, in the report of Committee No. IV.

In order to make sure that all Regional Activity Leaders know just what work is contemplated in both types of activities, I am enclosing two documents as follows:

a. Report of the Milwaukee Conference Working Committee No. III.

This report outlines each of the ten projects for which the National Activity Leader, with the assistance of the ten Washington Project Leaders, is responsible.

b. Memorandum on Notes and Information for Guidance in the Preparation of Preliminary State Reports on Area Programs.

This memorandum, which is a summary of arrangements made with Regional Chairmen at a conference in Washington November 15-20, 1943, outlines the work on marketing and distribution contemplated in the Milwaukee Committee No. IV Report, which is to be included in the State reports due February 29, 1944.

It has been decided to give first priority for the next 90 days, insofar as work in the field is involved, to preparation of State reports on area plans (item "b" above). In Washington work will proceed as rapidly as possible on the ten projects (item "a" above), although in the field, no work will be done on these projects, which, in the opinion of the Regional Chairmen, would interfere with the first priority job.

## 2. Regional Activity Leaders in Marketing and Distribution

The Regional Chairmen and I have agreed upon the following Regional Activity Leaders to be responsible for the marketing and distribution part of post-war planning in the Department's nine post-war planning regions:

Northeast Region (W. S. Middaugh, Regional Chairman  
217 Center Bldg., Upper Darby, Penna.)

Section I - Alan G. MacLeod, BAE, and Secretary, New England  
Research Council, Storrs, Connecticut  
(Maine, New Hampshire, Vermont, Massachusetts,  
Connecticut, Rhode Island)

Section II - Howard R. Cottam, Chief, Program Appraisal  
Division, FDA, 150 Broadway, New York 7, N. Y.  
(New York, Delaware, Pennsylvania, New Jersey,  
Maryland)

Appalachian Region (R. E. McArdle, Regional Chairman  
P.O. Box 252, Asheville, North Carolina)

William M. Elliott, Chief, Program Appraisal  
Division, FDA, Western Union Building,  
Atlanta 3, Georgia  
(Virginia, West Virginia, Kentucky, Tennessee,  
North Carolina)

Southeast Region (Thomas S. Buie, Regional Chairman  
Montgomery Bldg., Spartanburg, S. Carolina)

William M. Elliott, Chief, Program Appraisal  
Division, FDA, Western Union Building,  
Atlanta 3, Georgia  
(South Carolina, Georgia, Alabama, Mississippi,  
Florida)

South Central Region (E. R. Henson, Regional Chairman  
614 Donaghey Bldg., Little Rock, Arkansas)

E. Lee Langsford, Chief, Program Appraisal  
Division, FDA, 425 Wilson Bldg., Dallas 1, Texas  
(Louisiana, Arkansas, Oklahoma, Texas)

Great Plains Region (Elmer A. Starch, Regional Chairman  
Rudge & Guenzel Bldg., 13th & N Streets,  
Lincoln, Nebraska)

E. O. Pollock, Regional Director, FDA,  
50 South Dearborn Ave., Chicago 3, Illinois  
(North Dakota, South Dakota, Nebraska,  
Kansas, Wyoming, Montana)



Midwest Region (Gladwin E. Young, Regional Chairman  
Room 220 Madison Bldg., 623 N. 2nd St.,  
Milwaukee 3, Wisconsin)

E. C. Pollock, Regional Director, FDA,  
5 South Wabash Avenue, Chicago 3, Illinois  
(Ohio, Indiana, Illinois, Wisconsin,  
Michigan, Missouri, Iowa, Minnesota)

Southeast Intermountain Region (Cyril Luker, Regional Chairman  
Box 1348, Albuquerque,  
New Mexico)

(Regional Activity Leader not yet appointed)  
(Utah, Colorado, Arizona, New Mexico)

Pacific Northwest Region (Stephen N. Wyckoff, Regional Chairman  
423 U. S. Court House, Portland 5,  
Oregon)

Herbert G. Folken, Chief, Program Appraisal  
Division, FDA, 821 Market Street,  
San Francisco 3, California  
(Idaho, Washington, Oregon)

California-Nevada Region (S. B. Show, Regional Chairman  
760 Market Street, San Francisco,  
California)

Herbert G. Folken, Chief, Program Appraisal  
Division, FDA, 821 Market Street,  
San Francisco 3, California  
(California, Nevada)

### 3. Plan of Work on the Ten Projects Proposed in the Milwaukee Committee III Report

Each of the project leaders in Washington is preparing a detailed outline for work on his project. As soon as these outlines are in final form, I will have copies made and sent to each of you. Each project leader in Washington will have a task force or working group in Washington to work on the project for which he is responsible. The outlines I will send you will include a list of such task forces.

We plan to have fairly frequent meetings of the project leaders in Washington to check up on progress being made and to prevent unnecessary duplication. From time to time either these project leaders or I will let Regional Activity Leaders know what is expected from them in connection with each project.

The following is a list of the ten projects together with the Project Leader for each:

- A-1. Programs for the Integration of Feed Requirements of the United States with Estimates of World Supply and Allocations.  
James P. Cavin, Division of Statistical & Historical Research, Bureau of Agricultural Economics.
- A-2. Readjustments in Processing and Marketing Facilities and Methods.  
F. L. Thomsen, Division of Marketing & Transportation Research, Bureau of Agricultural Economics.
- A-3. Disposition of Wartime Regulations Concerning Food Distribution.  
Donald Jackson, Program Appraisal Branch, Food Distribution Administration.
- B-1. Price and Rationing Controls.  
James P. Cavin, Division of Statistical & Historical Research, Bureau of Agricultural Economics.
- B-2. Insuring Adequate Diets to Meet Special Needs and for Under-privileged Groups in the Demobilization Period Under Conditions of Full Employment.  
Mark Gordon, Civilian Food Requirements Branch, FDA.
- B-3. Marketing and Price Measures Designed to Guide Production and Distribution in the Demobilization Period.  
Herman M. Southworth, Program Appraisal Branch, FDA.
- C-1. Meeting Special Needs for Underprivileged Groups in the Demobilization Period Under Conditions of Less Than Full Employment.  
Mark Gordon, Civilian Food Requirements Branch, FDA.
- C-2. Programs to Maintain Farm Prices and Incomes in the Demobilization Period Under Depression Conditions.  
Bennett White, Div. of Statistical & Historical Research, BAE.
- C-3. International Trade Relationships.  
John L. Stewart, Office of Foreign Agricultural Relations.
- C-4. Program of Public Works Projects to Provide Modern, Efficient, and Adequate Marketing and Distribution Facilities Such as County Assembling Facilities, Processing and Storage Facilities, Terminal Produce Markets and School Kitchens.  
C. P. Austin, Transportation & Warehousing Branch, FDA.

In addition to the work done in Washington on these ten projects, there will doubtless be need for some work in the regions, at least on certain projects. We hope that a great deal of this work will be done by local, State and regional agencies. This will require some sort of regional or State task force for the work on each of the specific projects undertaken in the field.

One of the biggest difficulties in this whole undertaking will be that of keeping each other fully informed as to what is going on. A large number of people and agencies will be working on these projects, both in Washington and in the field. It is, therefore, quite important that we have some understanding at the start about communications. As I understand it the procedure should be about as follows:

- a. I will see that the Regional Chairmen and the Regional Activity Leader have all available progress reports on work done in Washington and that they are informed of any requests that the Washington project leaders may make for field work in connection with their studies.
- b. The Regional Activity Leader should draw up a proposed plan of work for each project to be undertaken in the field. This should include a list of people on any proposed task force. The proposed plan of work and any proposed task force should be approved by the Regional Chairmen before the work is actually undertaken in order that the marketing work be tied in as closely as possible with their post-war work under way in the region.
- c. The Regional Activity Leader should send me copies of his plan of work, lists of task forces, etc., and from time to time should let me know what progress is being made.
- d. We want to avoid unnecessary red tape as far as we possibly can. Once these studies are organized, the Regional Activity Leaders should correspond directly with the project leaders in Washington rather than following any elaborate procedure of communication through their Regional Chairmen or through me. However, we hope they will use good judgment in keeping the Regional Chairmen and me informed of any important developments, and particularly of any major changes in plans.

I suggest that each Regional Activity Leader consider the possible desirability of an Advisory Committee to assist me in organizing and carrying out the part of the work on the ten specific projects in the Milwaukee Committee No. III Report. Such an Advisory Committee might well include representatives of the colleges, State Bureaus of Markets, and the other principal State and local agencies which may be in a position to contribute to the work on marketing. This should be taken only as a suggestion for the consideration of the Regional Chairmen and of the Regional Activity Leader.



4. Plan of Work on Area Plans Proposed in the Milwaukee Committee IV Report and Outlined in More Detail in the November 15-20 Conference Summary.

The Chairmen of the Regional Committees on Post-war Programs are responsible for the preparation of preliminary area plans by February 29, 1944, when State reports on area plans are due. Regional Activity Leaders on Marketing and Distribution should assume any responsibility for the marketing and distribution sections of these reports which Regional Chairmen place upon them. The first two pages and the section beginning on page 6 of the memorandum summarizing the November 15-20 conference outline the general procedure to be followed in preparing the marketing and distribution section of each State report. As soon as specific problems for particular States have been selected, the National Activity Leader should be notified so that he can arrange to have helpful information obtainable in Washington sent to Regional Activity Leaders.

5. General Comments on Nature and Scope of Planning in the Field of Marketing and Distribution.

After all the discussion we have had about planning there seems to remain a good deal of difference in point of view as to what our job is. I would like to pass along a few simple comments of my own which I hope you will consider.

- a. Our job is not to write out a lot of general theoretical discussions, but to make detailed and thorough analyses of important marketing problems and to propose concrete, specific solutions to those problems.
- b. We cannot possibly cover all aspects of all future marketing problems in this work. In organizing the work we should, therefore, concentrate on a few problems which are likely to be most urgent in the demobilization period.
- c. Since our emphasis should be upon developing concrete, specific programs, we should also give major attention only to things we are likely to be able to do something about in the demobilization period.
- d. As I understand it, planning on problems of this kind will necessarily involve some careful fact-finding and analysis, but even more important, it involves developing some ideas. In my opinion, the distinctions which are usually made between research and planning are quite artificial and not very useful. Anyway, in this field of market planning I think we are going to need a lot of good research, and I think we are going to have to build on the research which has already been done. It is very important, however, that the research should not stop with fact-finding and that the analysis should be carried to the point where it will indicate what solutions are practicable and most likely to give good results.



After all, it is the farmers themselves and other citizens who will actually decide upon what post-war programs are undertaken. We should do our part well by supplying them with information and suggestions for their consideration as they make these decisions.

Attachments  
B-1140

*Frederick V. Waugh*

